

Dear Waterfront Stakeholder,



It is my distinct pleasure to present to you the Anacostia Waterfront Initiative Framework Plan. The completion of this Framework Plan, and the process that created it, is an unprecedented achievement. For the first time, we have brought together all of the District and Federal agencies that have a stake in the Anacostia waterfront and created a process to include our citizens in formulating solutions to the vast challenges of the long-neglected Anacostia River. I truly believe the Anacostia Waterfront Initiative is one of the most important partnerships ever created between the District, its citizens and the Federal government.

This Framework Plan outlines a powerful vision for the future of the Anacostia waterfront. It reconnects our diverse neighborhoods to the river and along the river with the Anacostia Riverwalk and Trail. It creates widespread access to the river for recreation with new and improved parks and facilities. It makes the Anacostia waterfront a place people will soon enjoy and come back to over and over and over. Most importantly, it reintroduces the river into our lives and to the life of our city.

If you look at the river today, you see that freeways, railroad tracks, fences and large tracts of barren space isolate many waterfront neighborhoods. New connections and access proposed in this Framework Plan will mean new patterns of movement, new definitions of community and a new understanding of the river and its urban ecosystem. The neighborhoods of the Anacostia River are not limited to its shoreline but include the river's entire watershed – streams, tributaries and even underground storm water sewers – which interconnect us all: the District of Columbia to Maryland, communities east of the river to those west of the river. This Plan guides us in how to forge, enhance and ensure these new connections.

I have long had an interest in the Anacostia River. I started my first election campaign for Mayor on Kingman Island. I canoe its waters and walk its shores. I strongly believe that the river is one of our city's most undervalued resources, but in order to face the challenges of the river, we must join together.

The revitalization of the Anacostia waterfront represents an unparalleled opportunity to work together in pursuit of the revitalization of our City. When I think of the Anacostia River, I think of the splendid scenery and the fragile natural beauty of the river. But even more so, I think of the people and the neighborhoods that owe their history and identity to their location along the Anacostia's edge. People

make up our city's neighborhoods and neighborhoods make our city great. This effort has been, and will continue to be, a partnership between all levels of government joining together with the people of our neighborhoods. By working together in partnership, we can raise the quality of life and the stature of our neighborhoods to levels worthy of our great city.

Recognizing that the Anacostia River and its waterfront are one of the most precious resources in the District of Columbia, this Framework Plan responds to community objectives for the Anacostia waterfront by achieving the following five goals:

- 1 Charting a course for the environmental healing and rejuvenation of water-dependent activities on the Anacostia River;**
- 2 Rethinking transportation infrastructure to improve access to waterfront lands and better serve waterfront neighborhoods;**
- 3 Creating a system of interconnected and continuous waterfront parks, joined together by the Anacostia Riverwalk and Trail;**
- 4 Enlivening the waterfront to celebrate and explore the cultural heritage of our city and the nation;**
- 5 Promoting sustainable economic development by reconnecting the city across the river and to a vital waterfront that offers opportunities to live, work and play.**

I wish to thank the White House; Congresswoman Eleanor Holmes Norton and our many friends in the United States Congress; Chairman Linda Cropp, Councilmember Sharon Ambrose and the members of DC Council; the District and Federal agencies and especially the citizens of the District of Columbia for their commitment to the Anacostia. I challenge all of you from today forward to continue this momentum. We must strive to set our sights high and create one of the greatest waterfronts of any international Capital. Working together, we can ensure that gains are shared equitably, and that our accomplishments will benefit the city and the nation for generations to come.

Respectfully,

Anthony A. Williams
Mayor, District of Columbia

Memorandum of Understanding

Signed March 2000

MOU Signatory Agencies

Government of the District of Columbia

General Services Administration

United States Department of the Interior

Naval District Washington

District of Columbia Housing Authority

District of Columbia Sports and Entertainment Commission

District of Columbia Water and Sewer Authority

Marine Barracks of Washington

National Capital Planning Commission

National Capital Revitalization Corporation

United States Army Military District of Washington

United States Army Corps of Engineers

United States Department of Labor

United States Department of Transportation

United States Department of Housing and Urban Development

United States Environmental Protection Agency

United States Office of Management and Budget

United States Department of Agriculture

United States Small Business Administration

Washington Metropolitan Area Transit Authority

The Parties, each of whom owns land on, or otherwise has an interest in the waterfront of the District of Columbia, have joined together to create a new partnership that will help to attain a vision for the waterfront areas. This partnership will build on the great historic plans for the District of Columbia as an investment undertaken in partnership with the people of the District of Columbia (the “Waterfront Revitalization Endeavor” or “Endeavor”).

The Waterfront Revitalization Endeavor envisions a new, energized waterfront for the next millennium that will unify diverse waterfront areas of the District of Columbia into a cohesive and attractive mixture of recreational, residential, and commercial uses by capitalizing on one of the City's greatest natural assets, its shoreline.

The Waterfront Revitalization Endeavor will contribute to the revitalization of surrounding neighborhoods, provide enhanced park areas, and develop Government-owned land for the benefit of the people of the District of Columbia and the federal and District of Columbia Governments, where appropriate. It will increase access to the water, where appropriate, and enhance visitor participation in the activities and opportunities provided along the new waterfront.

The Waterfront Revitalization Endeavor will contribute to urban revitalization through better coordination of waterfront development, as well as providing greater access to adjacent neighborhoods, where appropriate, and connecting the waterfront and its adjacent neighborhoods with Downtown, the Mall, Georgetown, Capitol Hill, Southwest, and the Anacostia neighborhoods.

The Waterfront Revitalization Endeavor will provide for investment in building the capacity of surrounding communities to create wealth and jobs, as well as mechanisms for enhancing local labor force development through training and apprenticeships. Upon completion of the Waterfront Revitalization Endeavor and concurrent private and community efforts, the Parties believe that the waterfront of the District of Columbia will rival that of any of the world's great cities, and serve to maintain Washington as one of the world's most beautiful capital cities.

The Waterfront Revitalization Endeavor is made possible by the commitment of the United States Government and the federal parties listed above to devote time and resources, as agreed upon by the parties to the Waterfront Revitalization Endeavor, and by the willingness of the District of Columbia Government to engage in the Waterfront Revitalization Endeavor. In furtherance of this Endeavor, the District of Columbia Office of Planning will develop a plan for the Anacostia Waterfront in partnership with the National Park Service and the General Services Administration. Over seventy percent of the subject land area and over ninety percent of the subject shoreline is currently publicly owned, with the Department of Defense and the National Park Service among the major landowners.

The Parties have joined together to sign and implement this Memorandum of Understanding to set forth their goals and requirements for the Waterfront Revitalization Endeavor in a spirit of cooperation and shared vision. By working together, the Parties believe that they can cause the dream of a new waterfront for the Federal City and the District of Columbia to become a reality.

This is a great and good endeavor which will leave an inspired legacy for the future citizens of the District of Columbia and the people of this great nation. It will be one of the most important partnerships ever made between the District of Columbia and federal governments.

The full text of the MOU can be found in the appendix.



The Anacostia Waterfront Initiative Framework Plan

September 2003



Near Southeast Neighborhood Workshop, May 2000.

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Artist's rendering of a reconstructed Near Southeast neighborhood featuring the restored Washington Navy Yard, residential buildings at the waterfront and the proposed headquarters at the U.S. Department of Transportation at New Jersey Avenue.



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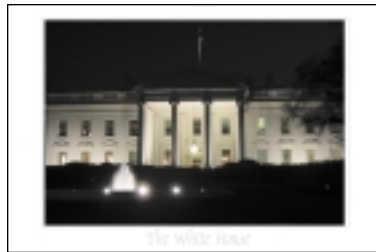
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Preface: Change Along the Anacostia is Necessary and Inevitable: the Opportunity is to Shape it



The Washington D.C. of popular imagination does not include the Anacostia River and its neighborhoods.



The postcard Washington, D.C – monumental marble buildings amid lush greenery – is recognized by schoolchildren across the nation and people around the world as a symbol of the United States of America. The National Mall and the historic street grid express the democratic urban ideal of two great planning visions for the capital: Pierre L'Enfant's original plan for Washington and the Senate Park Commission Plan of 1901 (the McMillan Plan), which created the National Mall and Rock Creek Park. In today's Washington, the realities of modern urban life overlay this idealized vision – residential neighborhoods, vibrant commerce, overburdened highways, and millions of people living their daily lives in one of America's most dynamic cities.

Since the signing of the Anacostia Waterfront Initiative Memorandum of Understanding (MOU) in March 2000, the District of Columbia Office of Planning has had the privilege of coordinating the vision for the future of the Anacostia waterfront. The MOU is an unprecedented partnership between 20 District and federal agencies that own or control land along the Anacostia River. This AWI Framework Plan is the product of a three-year public process involving extensive stakeholder engagement.

The Vision: Anacostia as the Center of 21st Century Washington

The Anacostia River Corridor will unite the city economically, physically, and socially as the center of 21st century Washington and a cornerstone of the National Capital Region.

The destiny of the city as the nation's capital and a premiere world city is inextricably linked to re-centering its growth on the Anacostia waterfront and making its long-neglected parks, environment, and infrastructure a national priority. The waterfront will bridge every aspect of Washington's

urban life in the next century and be the hallmark of a new civic identity. Transforming the Anacostia to become the center of 21st century Washington will demand nothing less than a fundamental redefinition of the image, identity, and growth pattern of the city and the complex federal, city, and regional relationships that have defined the city's existence since its founding.

The Strategy: From Edge to Center

The strategy is supported through economic, physical, and social connections that link east and west, federal government to neighborhoods, and city to region.

Washington, D.C. enters the 21st century at the center of a prosperous and rapidly urbanizing region, yet the Anacostia River symbolizes a social and physical divide within the nation's capital. Our challenge is to preserve the city's vitality and distribute new benefits equitably. Bringing population back to Washington will generate commerce, create jobs, and expand the District's tax base. The Anacostia waterfront stands to become an amenity which lifts adjacent neighborhoods to new prosperity.

Being the center of 21st century Washington means that the river will no longer be a widening social and economic boundary separating "east of the river" from west. Rather, it will be a source of economic opportunity generating resources to spur revitalization and narrow the gap between wealth and poverty in neighborhoods along its shores. New links between west and east can be accomplished by directing resources generated by the development of the west shoreline to neglected areas east of the river.

Being the center of 21st century Washington also means the Anacostia River will no longer divide our neighborhoods,



Vision of the Anacostia waterfront at the center of growth of 21st century Washington.

but rather will serve as a great new civic space and common ground. Crossing the river will be accomplished with ease, just as one traverses the Charles River in Boston or the River Thames in London. Bridges will be reconstructed to serve neighborhoods, a light-rail line will create easy access to jobs, and the Anacostia Riverwalk and Trail will make both sides of the river publicly accessible. Just as Frederick Douglass once walked to work across the 11th Street Bridge from his Anacostia residence, so too will future residents be able to walk across each of the Anacostia's bridges. Local streets and parks will be reconstructed in order to reinstate the original L'Enfant plan of Washington, reconnecting the city's grid to the river after centuries of neglect and compromise.

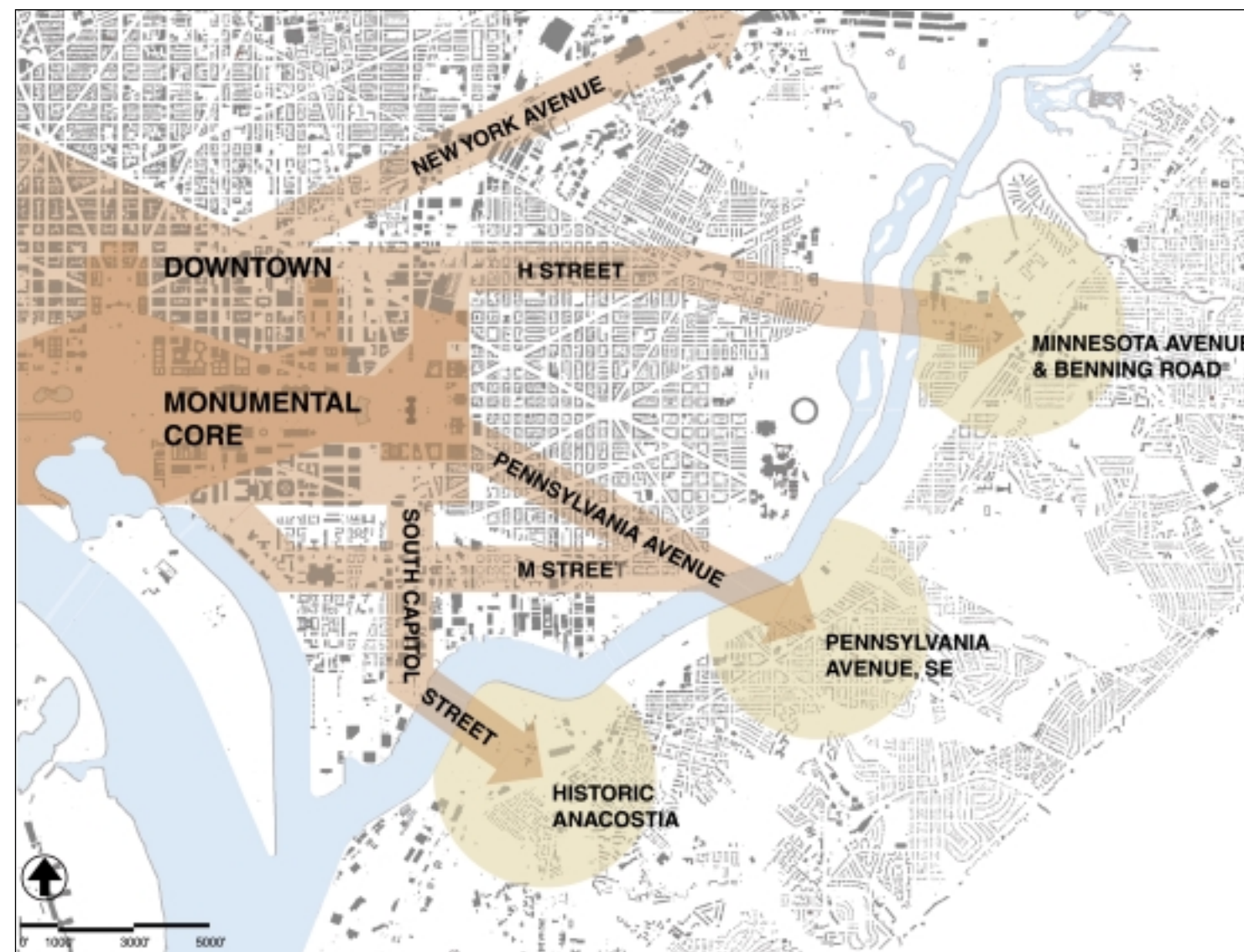
A unified and continuous park system, the Anacostia "RiverParks", will bring to life the green spaces found on the city's map. The diversity of people from every neighborhood, the region, and the nation will be drawn to the river and claim it as their shared public space for celebration and enjoyment. One hundred acres of new waterfront public spaces will create one great park system, inter-connected by the 20-mile Riverwalk and Trail system. The Anacostia RiverParks will be the 21st century rival to the great parks of the 19th century that distinguish and define American cities, such as Central Park in New York City, the Emerald Necklace in Boston, and Golden Gate Park in San Francisco.

As the nation's capital, Washington has a special responsibility to educate the nation about its past, present, and future. The Anacostia waterfront will complement the Mall with cultural venues, museums, and monuments that will draw 20 million visitors to its shores. The success stories of Sydney, Bilbao, London, Cleveland, Seattle, and Baltimore inspire a distinctive waterfront revitalization effort along the Anacostia.

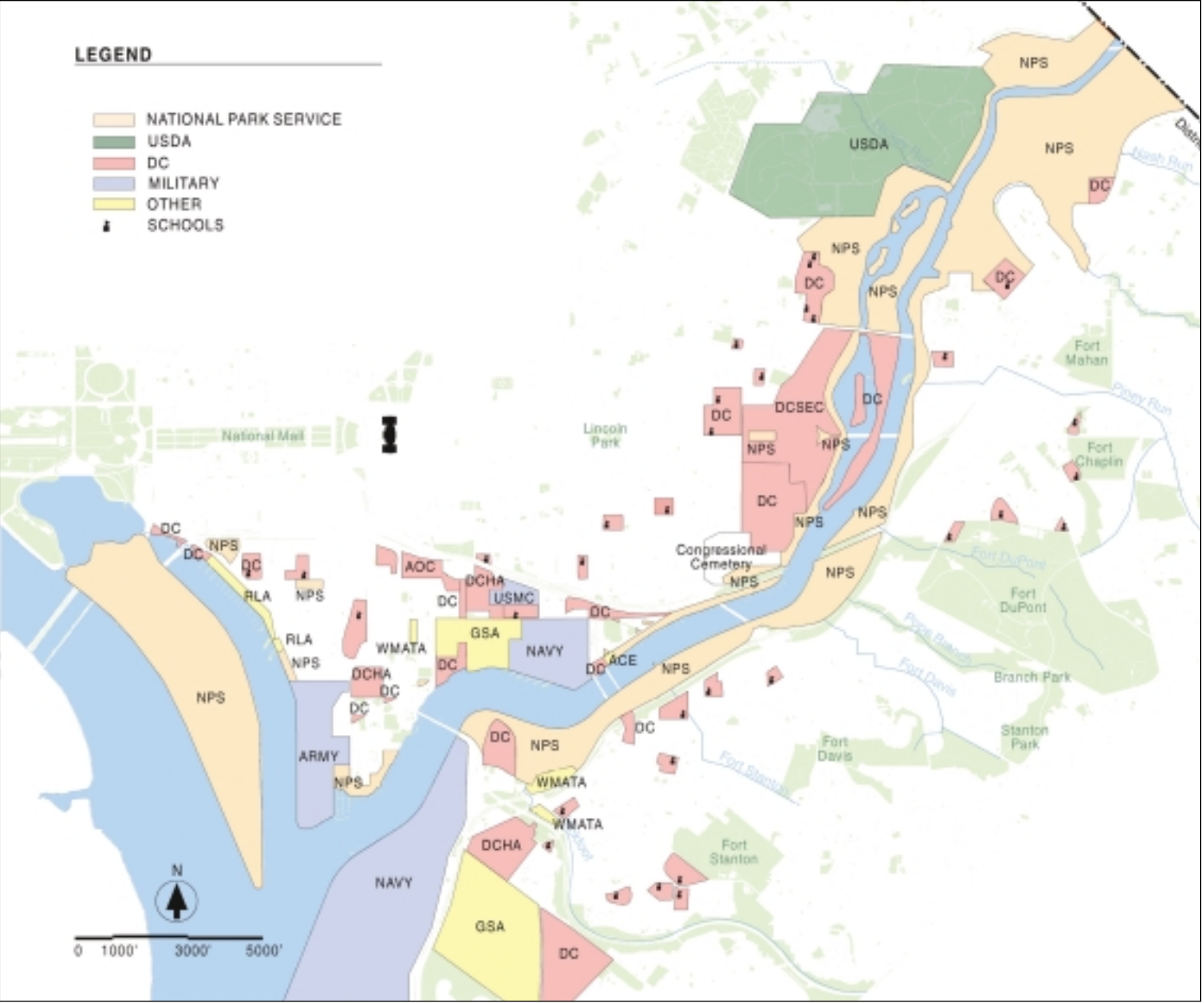
Finally, the Anacostia waterfront's role as the center of 21st century Washington implies a change in the city's pattern of growth that is already underway. With the downtown nearly built out, the Anacostia waterfront is emerging as the new growth corridor of the city, anchored primarily by M Street in the Near Southeast. Four hundred million dollars of reinvestment at the Washington Navy Yard, where 10,000 employees were consolidated from across the region, has led to the regeneration of an entire area of the city as new businesses and contractors vie for adjacency to this powerful economic engine. In the past three years, over 2 million square feet of office space has been built along M Street, SE and more is on the way.

Reinvestment at the Navy Yard has not only been a catalyst for immediate growth, but has altered the perception of the area as a dynamic place for investment. As a result, the long vacant Southeast Federal Center will become the home for a federal cabinet agency – the U.S. Department of Transportation – bringing another 7,000 employees to the neighborhood. Further driving the development momentum, a \$35 million Hope VI grant will transform the Arthur Capper/Carrollsborg public housing complex into a new, mixed-income, residential neighborhood. Investment along the M Street corridor extends to the Southwest as well, with Waterside Mall, a largely abandoned urban renewal-era mall, being redeveloped as a neighborhood mixed-use town center.

The city's growth towards the Anacostia is fueling one of the largest transformations of any urban waterfront in the United States. Market-driven development on the western side of the river offers the potential to reinvest future resources in waterfront neighborhoods on the east bank that currently do not have the same market conditions as the Near Southeast and the Southwest.



Following generations of growth and economic development in the Northern and Western portions of the District, Washington's future and investment is poised to move eastward towards and across the Anacostia. During the 21st century the Anacostia will gradually emerge as the center of a vital and prospering city rather than as an economic and cultural divide.



Nearly all the Anacostia shorelines are held by public agencies.

Areas such as Historic Anacostia, Poplar Point, Anacostia Park, and Pennsylvania Avenue, SE are all in dire need of public investment to catalyze the private development market. A portion of the resources generated from the growth of the western waterfront can be used to support reinvestment activities in these areas for housing, commercial revitalization, public parks, and community facilities. In this way, the prosperity of Washington's emerging waterfront can be shared equitably by neighborhoods on both sides of the river, uniting them around a unique resource.

Urban development and natural resource conservation will not be mutually exclusive propositions, but will go hand-in-hand. As the city seeks to retain residents, attract new economic opportunities, and achieve Mayor Williams' goal of increasing Washington's population by 100,000 people, the Anacostia waterfront will be at the forefront in accommodating 20 percent of this growth in new, sustainable neighborhoods. The environment will be protected by a commitment to watershed stewardship that will make the Anacostia swimmable by 2025, and by the conservation of over 1,100 acres of parkland.

The Anacostia will truly be the center of 21st century Washington when Washingtonians speak with pride of the Anacostia waterfront – as the place that all will want to see, visit, and experience. The image of the city and its civic identity will be radically altered as the Anacostia waterfront becomes one of the great waterfronts of the world, rivaling Paris and Barcelona. No longer the “second river,” it will assume its rightful place at the center of 21st century Washington envisioned a century ago by the McMillan Plan.

The Imperative: A Call to Action

Achieving this goal will require a fundamental redefinition and refocusing of the roles, priorities, and relationships of the federal government, the regional entities, the state governments of Virginia, Maryland, and the District, and a new engagement of the private sector and community organizations. This Framework Plan is a call to action: the Anacostia will not achieve its potential unless the current priorities and relationships of the federal, regional, and District governments are radically changed.

As the owner of 70 percent of the shoreline, the federal government will have to redefine its support for the Anacostia waterfront through two basic areas: land and resources. As with military base closures across the nation, federal lands not dedicated to open space should be redeveloped with the private sector as new residential neighborhoods and not as government enclaves. The city's fiscal stability depends on a strong residential base, and federal lands along the waterfront can enable the city to achieve its needed population increase without compromising the federal budget. Federal infrastructure investment will need to make the Anacostia waterfront a matter of national priority.

For regional entities, and Maryland, Virginia, and the District, the restoration of the environment along the Anacostia Corridor is a region-wide issue that transcends jurisdictions. Only through commitments of all three jurisdictions to new forms of collaboration and funding can the polluted environment be reclaimed; federal support of such watershed collaborations will also be required. Containing sprawl, controlling runoff, and curbing dangerously high levels of air

pollution are also a shared regional responsibility. Regional investment in public transportation systems serving the Anacostia Corridor will need to be prioritized over additional road-building to provide access to employment and neighborhoods.

The District of Columbia government will need to make the Anacostia a priority and consider reinvesting resources generated from development of the waterfront back into neighborhoods along its shores. A strong city role will be necessary to establish local residents' access to employment opportunities and businesses created through new development.

Implementing the Vision

To be achieved, great visions require the establishment of institutions with sufficient powers, resources, and responsibilities to enact them. The Pennsylvania Avenue Redevelopment Corporation, for example, was instrumental to the success of redeveloping the nation's premiere avenue, as are the Presidio Trust in San Francisco and the Battery Park City Authority in New York City. Restructuring the complex federal and city relationships necessary to achieve the Anacostia waterfront vision will require the creation of new implementation entities. These entities will need to be equipped with the mission, capacity, and powers equal to the scale and complexity of the challenge.

The AWI Framework Plan serves as the guide to reclaiming the river and the waterfront and reconnecting it to neighborhoods. The effort to implement the waterfront vision is already underway. Some projects are completed,

others are under construction, and a number are funded and in design. It is our responsibility as a city to ensure that future land-use decisions, transportation improvements, and public and private investments come together to create a lively urban waterfront for both our neighborhoods and this gracious international capital. This document is the compass that will guide the future of the waterfront, one of our city's most valuable resources, for decades to come.



Andrew Altman, Director

District of Columbia Office of Planning

The AWI Goals

These goals provided the guiding principles for planning decisions:

- 1 Create** a lively urban waterfront for an international capital city.
- 2 Produce** a coordinated plan for the waterfront that can be implemented over time.
- 3 Restore** the Anacostia River's water quality and enhance its natural beauty.
- 4 Develop** a network of distinctive green parks, varied maritime activities, and unique public places.
- 5 Connect** neighborhoods along the river to each other and link surrounding communities directly to the water.
- 6 Promote** sustainable and low-impact development in waterfront neighborhoods.
- 7 Stimulate** economic development in neighborhoods through job creation and commercial activity.
- 8 Engage** all segments of the community as stewards of the river and its banks.
- 9 Address** community concerns, including those of residents, property and business owners, and visitors.
- 10 Promote** excellence in design in all aspects of the endeavor.